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**To:** Richmond City Council  
**From:** Evelina Halsey-Brandt  
Councillor  
**Date:** October 23, 2003  
**File:** 8060-20-7534  
**Re:** Zoning Amendment Bylaw No. 7534 (RZ 03-234655)

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**Recommendation**

*WHEREAS the Board of Directors of the Greater Vancouver Regional District passed a resolution at their meeting of October 3, 2003 directing:*

- (a) that the letter dated June 27<sup>th</sup>, 2003 from the City of Richmond and the 2002 Board report and minutes on this matter be received and discussed; and*
- (b) that the Province be requested to discharge its responsibilities under the Local Government Act in respect to this matter.*

**THEREFORE BE IT RESOLVED**

- (1) That Rezoning Application RZ 03-234655 and Zoning Amendment Bylaw No. 7534 not be dealt with by Richmond City Council until a resolution of this dispute with the Greater Vancouver Regional District is concluded; and*
- (2) That the applicant be so informed.*

Evelina Halsey-Brandt  
Councillor  
(4134)

Att. 1



Committee Meeting Date: September 10, 2003  
Board Meeting Date: October 3, 2003

To: GVRD Board of Directors  
From: Planning and Environment Committee  
Date: September 10, 2003  
Subject: **City of Richmond Regional Context Statement**

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*Recommendation:*

That the Board

- a) Receive and discuss the letter dated June 27, 2003 from the City of Richmond and the 2002 Board report and minutes on this matter: and
  - b) Request the Province to discharge its responsibilities under the Local Government Act in respect to this matter.
- 

At its meeting on September 10, 2003, the Planning and Environment Committee considered the letter from the City of Richmond dated June 27, 2003 and the Board report and minutes from October, 2002 on this matter.

The Committee expressed concern that the City has abandoned a process it entered under the regional growth management legislation and appears to be permitting the development that was the subject of considerable discussion and review by the Board prior to the Board's decision not to accept the proposed revised regional context statement. The Committee considered it essential that the Board as a whole be apprised of these developments.

Staff advised the Committee that the legal aspects of this matter are still under review by the Board's legal counsel. They also advised that the Board's decision not to accept the context statement created a dispute under the growth management legislation and that this legislation requires the Minister of Community, Aboriginal and Women's Services to become involved in achieving a resolution of this dispute through processes beginning with mediation and leading up to binding arbitration if necessary. Staff advised that, while Ministry staff are aware of the dispute, there is no information about when or how the Minister might act. In these circumstances, and in the light of the fact that the development appears to be proceeding, the Committee decided to recommend that the Board ask the Province to discharge its responsibilities in respect to this matter.

- Attachments:**
1. Board report titled "Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement", dated September 24, 2002.
  2. Minutes of GVRD Board Meeting dated October 29, 2002



## City of Richmond

6911 No.3 Road, Richmond, BC V6Y 2C1  
Telephone (604) 276-4000  
www.city.richmond.bc.ca

June 27, 2003  
File: 8060-20-7370

City Clerk's Office  
Telephone: (604) 276-4007  
Fax: (604) 278-5139

Paulette Vettleson  
Corporate Secretary, GVRD  
4330 Kingsway  
Burnaby, BC V5H 4G8

Dear Ms. Vettleson:

**Re: Bylaws 7370 and 7371 and Amendment to Regional Context Statement**

Please be advised that at the June 23, 2003 Regular Council meeting, Richmond City Council abandoned Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7370 and Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7371, relating to a land use application for 14791 Steveston Highway. Bylaws 7370 and 7371 were the subject of a request from Richmond City Council for acceptance of an amendment to the Richmond Regional Context Statement which was considered by the GVRD Board on October 29, 2003.

If you have any further questions or concerns regarding this matter, please contact Mr. David McLellan, General Manager, Urban Development at 604-276-4083.

Yours truly,

David Weber  
*Manager, Legislative Services*

pc: Bob de Faye, Deputy Minister  
Ministry of Community, Aboriginal and Women's Services  
PO Box 9490, Stn Prov Govt  
Victoria, B.C. V8W 9N7

GM, Urban Development



Board Meeting Date: October 4, 2002

To: Board of Directors

From: Planning and Environment Committee

Date: September 24, 2002

**Subject: Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement**

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*Recommendation:*

That the GVRD Board accept the amendment to the Regional Context Statement for the City of Richmond dated June 17, 2002, included as Attachment 1 to the attached report titled "Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement" and forward this report and the Board's decision to the City of Richmond.

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At its meeting on September 19th, (reconvened from September 11<sup>th</sup> meeting date) the Planning and Environment Committee considered the attached report titled "Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement", dated August 9, 2002.

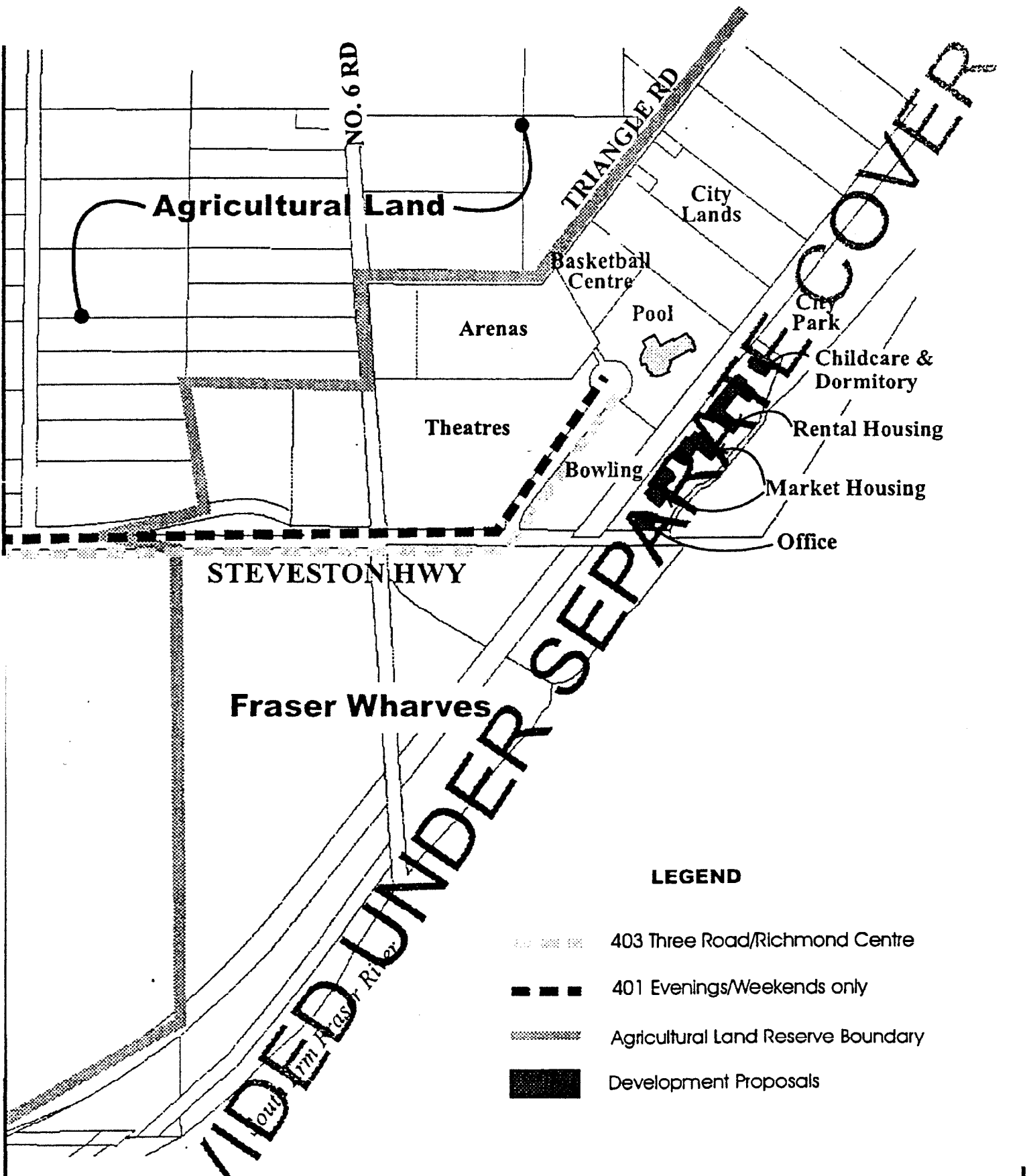
Mayor Brodie made a presentation on the merits of the proposed amendment from the local planning perspective, making reference to the attached map. There was an extensive discussion by the Committee. Committee members supporting the recommendation contained in the staff report stressed the need to support the policies of the Livable Region Strategic Plan by avoiding residential development that is isolated from local services, difficult to serve with transportation and conflicts with industrial and goods movement activities. They wished to avoid setting a precedent that would lead to further proposals that are contrary to the Livable Region Strategic Plan at the same or larger scales. Committee members supporting the acceptance of the context statement stressed the need to provide housing, particularly rental housing, close to employment, and they noted that there are many already-developed parts of the region that have the same or a lower level of transit service than exists at this location. They saw this as a relatively minor alteration in policy and were reluctant to overrule a decision by the elected council.

The Committee defeated a motion based upon the recommendation in the staff report and adopted the motion shown above.

**Attachments**

City of Richmond map titled "Riverport Proposal City of Richmond"





Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement



STEVESTON HWY

Fraser Wharves

**LEGEND**

-  403 Three Road/Richmond Centre
-  401 Evenings/Weekends only
-  Agricultural Land Reserve Boundary
-  Development Proposals



287  
 “Riverport Proposal  
 City of Richmond”

Original Date: 09/10/02  
 Revision Date:  
 Note: Dimensions are in METRES



Committee Meeting Date: September 11, 2002

To: Planning and Environment Committee

From: Ken Cameron, Manager  
Policy and Planning Department

Date: August 9, 2002

**Subject: Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement**

*Recommendation:*

That the Board resolve that, pursuant to Section 866 (5) of the Local Government Act, the amended Regional Context Statement for the City of Richmond dated June 17, 2002 is not consistent with the regional growth strategy, as the three proposed amendments to the Richmond Regional Context Statement would result in residential uses being permitted in East Richmond in a manner that is inconsistent with the objectives of the Livable Region Strategic Plan of protecting the Green Zone, building complete communities, achieving a compact metropolitan region, and increasing transportation choice.

## 1. PURPOSE

The purpose of this report is to respond to a request to the GVRD Board from Richmond City Council for the acceptance of an amendment to the Richmond Regional Context Statement.

## 2. CONTEXT

The GVRD Board received a request on July 2, 2002, from Richmond City Council to review and accept Bylaw 7371 which amends the Richmond Official Community Plan (OCP) and Regional Context Statement to accommodate residential uses in the Riverport area of East Richmond (see Attachment 1). Richmond City Council gave third reading to Bylaw 7371 on June 17, 2002. Section 866 of the Local Government Act outlines provisions regarding requirements for acceptance of amendments to Regional Context Statements by a regional district board after the board has adopted a regional growth strategy. The Act states that councils must submit any amendments to the Regional Context Statement for acceptance by the Board and that the Board "*must respond by resolution within 120 days after receipt indicating whether or not it accepts the Regional Context Statement or amendment and, if the board refuses to accept the regional context statement or amendment, indicating*

- a) *each provision to which it objects, and*
- b) *the reasons for its objection.*

- c) If the board fails to act under subsection (5) within the period for acceptance or refusal under that subsection, the board is deemed to have accepted the regional context statement or amendment."*

The GVRD Board is required to provide a resolution to the Richmond City Council by October 31<sup>st</sup>, 2002, to meet "the 120 days after receipt" requirement. If the GVRD Board decides to not accept the amended Regional Context Statement and if Richmond City Council still wishes to proceed with the amendments, the Local Government Act outlines the settlement process that would be followed.

### **3. DISCUSSION**

The amended Regional Context Statement for the City of Richmond dated June 17, 2002 is not consistent with the regional growth strategy, as the three proposed amendments to the Richmond Regional Context Statement would result in residential uses being permitted in East Richmond in a manner that is inconsistent with the objectives of the Livable Region Strategic Plan of protecting the Green Zone, building complete communities, achieving a compact metropolitan region, and increasing transportation choice.

#### **a) Description of the Proposed Development**

The proposed development is located in East Richmond at 14791 Steveston Highway, east of Highway 99 on the shores of the south Arm of the Fraser River and adjacent to Riverport Entertainment Complex (see map on following page). The existing uses in the vicinity are sports and recreation facilities and a movie theatre complex. The proposed residential development site is 2.08 hectares and is separated from Riverport Entertainment Complex by a 30 metre CN rail right-of-way. The Fraser Wharves are located to the south and the Fraser Port industrial lands are located to the east. Beyond the industrial and entertainment uses, the land is generally used for agriculture. The nearest residential neighbourhood is located approximately 2 kilometres west of the proposed site, on the west side of Highway 99.

The applicant proposes to create a waterfront residential development consisting of rental housing, market condominiums, athletes' dormitories, restaurants and offices. The dormitories will have 108 beds and will be used for visiting athletes and coaching staff. The rental building will accommodate 110 units in a four storey building, the market condominiums will consist of two, four storey buildings with a total of 114 units. A restricted covenant is to be registered on the rental and market condominium residential buildings to limit the age of occupants to 18 years and older. This covenant was offered by the applicant to minimize the demands of family living on local services. The Richmond City solicitor, however, cautioned against relying on the covenant to regulate the age of occupants and noted that the City would be responsible for enforcing the covenant.

The commercial building will have 482 square metres for restaurant space and 226 square metres for office space. Public open space in the form of waterfront walkways, plaza areas and marine piers are proposed. A child care facility for workers and visitors will also be provided.

The proposed development will be served by a private sewerage treatment facility, which is currently servicing the sports and entertainment complex. The sewerage facility has sufficient

excess capacity to accommodate the proposed development. This area is served by municipal watermains.

**b) Local and Regional Planning Context**

In the late 1990s the City of Richmond undertook a comprehensive review of their Official Community Plan (OCP) and had an extensive public participation program as part of the Plan review process. Richmond City Council adopted the Richmond Official Community Plan on March 15, 1999. The GVRD Board, in May 1998, accepted the Richmond Regional Context Statement which forms part of the OCP.

The East Richmond area, east of Highway 99, is designated for agricultural and industrial uses, except for the Riverport Entertainment complex, which was rezoned for commercial uses in 1996. The agricultural lands are in the Agricultural Land Reserve and form part of the Green Zone. The Richmond Regional Context Statement contains a map specifying dwelling capacity for sub-areas of Richmond. No urban residential capacity was identified for East Richmond in the Official Community Plan or in the Regional Context Statement and the many policies of the OCP support residential development in West Richmond where urban services are available. The specific site is presently designated as "Commercial" in the Official Community Plan and zoned as "Athletics and Entertainment" (AE) in the Richmond Zoning Bylaw. The total land area designated as commercial is 37 hectares.

**c) Amendments to the City of Richmond Regional Context Statement Proposed by the City of Richmond**

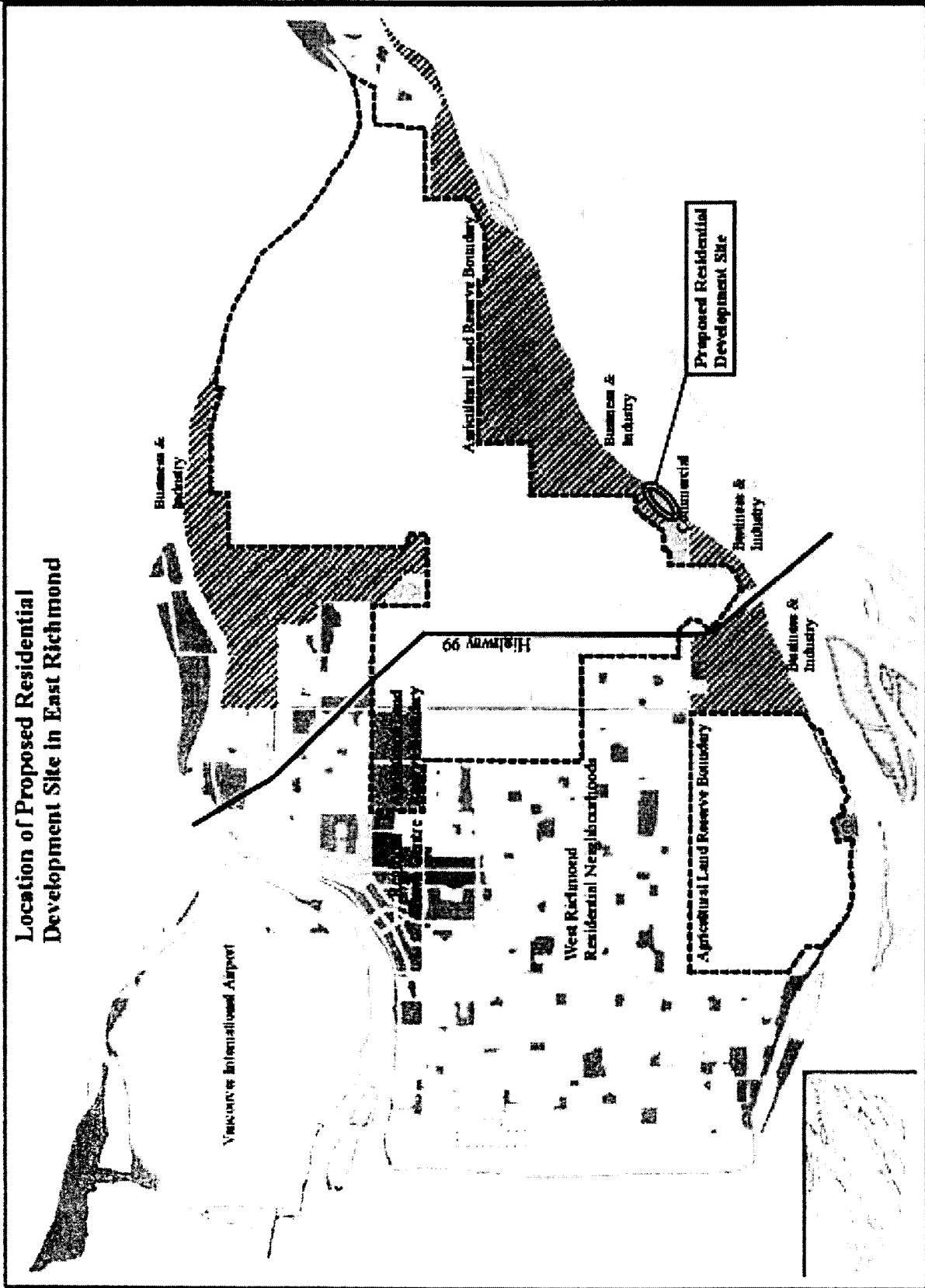
Richmond City Council has proposed three amendments to their Regional Context Statement and Official Community Plan to accommodate the residential development (Attachment 1).

- 1) The Build complete communities section in the Regional Context Statement is proposed to be amended by adding the following statement:  
*Encouraging the development of the Riverport Entertainment Area as a mixed use centre, including limited residential uses.*
- 2) The Neighbourhoods and Sense of Community section of the Official Community Plan is proposed to be amended by adding the following statement:  
*Encourage residential in the Riverport Entertainment Area to enhance and support mixed use development.*
- 3) The OCP and Regional Context Statement also include a map showing dwelling unit capacities. It is proposed that the map be changed to permit urban housing development in East Richmond (225 units), and lower the capacity of West Richmond by a similar amount. There would be no overall increase in dwelling unit capacity for the City of Richmond.

**d) Consultation with GVRD and Member Municipalities**

In April 2002 Richmond staff requested preliminary comments from GVRD staff on the development proposal. GVRD staff responded by indicating that there appeared to be a number of inconsistencies with the proposed development and the direction in the Richmond Regional Context Statement and the LRSP. GVRD staff advised that if Council wished to proceed with





the proposal, then an amended Regional Context Statement would need to be submitted to the Board for their review.

The proposed OCP amendment was sent to the Corporation of Delta for their comment prior to the public hearing. A letter from the Delta Director of Community and Development stated that "Based on prior experience, Delta has concerns that the normal operation of existing and future industries in river-side areas zoned for industrial use could be constrained by complaints from the residents of housing developments..." A covenant was suggested by Delta to indicate to prospective purchasers that the adjacent areas in Delta are zoned for light and heavy industrial uses. In response to this concern from Delta as well as concerns expressed by Fraser Wharves Ltd, CN Rail, and some other industrial operators, Richmond City Council passed a motion stating that as a condition of the rezoning, the applicant is required to register a covenant on title "to advise future purchasers of potential noise from area industrial, commercial and rail operations and to indemnify the City from potential claims."

A public hearing was held on June 17<sup>th</sup>, 2002 and Richmond City Council heard many delegations. Those speaking in favour of the application mostly represented sporting associations and considered the addition of the dormitories to be a valuable asset to the sporting complex. They felt that the dormitories are likely to bring more athletic competitions to Richmond and provide for a wider variety of sporting venues and clinics. Those speaking in opposition raised issues such as the development being inconsistent with the OCP vision and the GVRD Livable Region Strategic Plan, housing being isolated from shops and services, the negative impacts on existing and future industrial uses and CN rail operations, noise issues from industry which would reduce quality of the residential environment, traffic concerns including lack of transit, the discriminatory nature of the restrictive age covenant on residents, negative impact on the preservation of farm land, and the precedent it establishes for future urban activities in this area.

**e) Consistency of Amended Regional Context Statement with LRSP**

This section evaluates whether the amended Regional Context Statement for the City of Richmond put forward for review and acceptance by the GVRD Board is consistent with the policies of the Livable Region Strategic Plan. The proposed amendments are evaluated in relation to the Livable Region Strategic Plan policies.

***Protect the Green Zone***

*Implementation of Greenways (Policy 5.5 in LRSP)*

The Richmond staff report notes that a public walkway proposed in the development will add a segment to the city's vision of a continuous trail system around the perimeter of Lulu Island. This trail system is also identified as part of the regional greenway system.

*Minimization of pressure on the Green Zone (Policy 4.6)*

The Richmond staff report notes that further pressure may be placed on surrounding agricultural lands for removal from the Agricultural Land Reserve by encouraging the Riverport area to be designated as a mixed use centre since this rezoning will likely generate proposals for additional residential development in the area.

*Limitation of the extent of impact of transportation corridors in the Green Zone (Policy 4.7)*

The Richmond staff report notes that “any new development in the Riverport area has the potential to impact on lands within the ALR by introducing traffic onto low-standard, rural roadways.” Traffic intersection mitigation measures are proposed to de-emphasize the use of No.6 Road. However, regardless of these measures, traffic will increase along No.6 Road. The only point of access to this area that does not rely on local rural roads is the Steveston Highway and Steveston interchange which is already experiencing significant congestion.

***Build Complete Communities***

*A better balance in Jobs and Labour Force location throughout the region (Policy 8.1)*

The Richmond staff report considered the opportunity to have residential development close to job opportunities as an important community benefit of this proposed development. Riverport Entertainment and Business Park undertook a survey of employees to gauge their interest in living closer to work. Of the 129 survey responses, 65, or 50% had children under 18 and therefore would be excluded from this development due to the restricted covenants. Only 11% of the respondents indicated that they would be very likely to consider relocating if accommodation was available closer to where they work. Of the total responses 67% were part-time workers. About 70% of the workers are already living in Richmond.

*A Diversity of Housing types, tenures and costs in each part of the region in balance with Job Distribution (Policy 8.2)*

The development will provide 100 purpose-built rental units, which helps contribute to housing diversity and affordability. However, two issues reduce the effects of these benefits: the location is isolated and will most likely require one and possibly two cars per household, and secondly children under 18 are not permitted in the development, and therefore low income families with children would not be able to take advantage of this potentially lower cost housing.

*An equitable distribution of public, social and cultural services and facilities (Policy 8.3)*

The existing complex provides a high quality sports and entertainment complex on a sub-regional and perhaps a regional scale. The addition of a sports dormitory will increase attractiveness of this site for sporting endeavours, such as competitions and residential sporting schools, not unlike the facilities offered at the region’s universities.

A child care facility for workers and visitors is also proposed as part of the development. However, the Child Care Development Board questioned the viability of childminding at this location.

The addition of housing to a major entertainment and sporting complex, however, does not create a centre. The Richmond staff report stated that “When Riverport was developed, it was never envisioned to include residential uses because it is quite isolated from services and facilities that would serve a resident population.”

*Development of transportation services that support local access to centres (Policy 8.7)*

Road access to the closest local centre is via Steveston Highway. Transit access is limited and it is not cost-effective to add additional transit services. The closest shops are approximately three kilometres to the west at Ironwood Shopping Centre. The closest school is about four kilometres away.

*Achieve a Compact Metropolitan Region*

The land development strategy outlined in the Richmond OCP and RCS is to consolidate urban residential development in West Richmond, and around the City Centre in particular. This proposal does not extend the outer metropolitan boundaries for urban development. However, it does not promote compact development within the City of Richmond.

*Achievement of Adequate Population and Employment densities in centres and transportation corridors to support planned services (Policy 11.4)*

The TransLink 98B Express bus service initiated in 2001 represents a significant regional transportation investment. A north-south rapid transit route is currently being planned. This development does not support this regional transit investment as it is well removed from the transit corridor.

*Seek through partnerships with GVRD member municipalities, etc. the development of a vigorous regional economy providing the amount, type and distribution of growth to support the objectives of the LRSP (Policy 12)*

The Richmond OCP and Regional Context Statement contain a number of policies which “protect and recognize areas for industrial uses and activities along the North Arm and South Arms of the Fraser River.” The introduction of housing adjacent to these industrial lands has the potential to detract from the attractiveness of this location for industrial uses. Fraser Wharves, for example, expressed concern about possible conflicts between their intermodal ocean going vessel/tractor trailer port (and a rail connection in the future) and the proposed residential uses. The Fraser River Port Authority noted that conflict between truck traffic and automobile traffic would increase as a result of the proposed development. They also expressed concern about the impact of future rail activity on the residential community. CN advised that they plan to extend trackage on lands adjacent to the residential development within the next three to five years and requested that noise attenuation measures be incorporated in the design of the residential buildings.

*Increase Transportation Choice*

GVTA staff provided comments on the proposed amendments to the OCP and RCS. GVTA staff do not support the acceptance of the RCS amendments because of the location away from existing residential areas in Richmond, its potential negative impacts and costs to the regional transportation system, and its potential conflict with agricultural and industrial lands to the east of Highway 99. They expressed concern that the cumulative effects of developments such as this could add to the costs and inefficiencies of the regional transportation system. A letter outlining GVTA concerns is contained in Attachment 2.

### Summary of Evaluation of Consistency with LRSP

The table below summarizes how the proposed RCS amendments perform in relation to the Livable Region Strategic Plan policies. While the amendments would facilitate the construction of a small portion of the riverfront greenway, the amendments are either not supportive or somewhat unclear in their degree of support. The benefits of increasing housing choice through the rental housing provision is lessened by the expensive access costs of the location and the exclusion of children under the age 18. The proposed development could put pressure on surrounding agricultural lands, could create conflict with nearby industrial activities, is located in an area removed from community services, does not promote compact, efficient land use patterns, does not offer transportation choices, and does not promote cost-effective regional transportation solutions.

**Table 1: Evaluation of City of Richmond RCS Amendment in relation to LRSP**

LRSP Policies	Supports	Does Not Support	Unclear
<b>Protect the Green Zone:</b>			
Implementation of Greenways	✓		
Minimization of pressure on the Green Zone		✓	
Impact of transportation corridors in the Green Zone		✓	
<b>Build Complete Communities:</b>			
A better balance in Jobs and Labour Force location throughout the region			✓
A Diversity of Housing types in each part of the region			✓
An equitable distribution of public, social and cultural services and facilities		✓	
Development of transportation services that support local access to centres		✓	
<b>Achieve a Compact Metropolitan Region:</b>			
Adequate Population and Employment densities to support planned services		✓	
The development of a vigorous regional economy		✓	
<b>Increase Transportation Choice:</b>			
Implement a transit-oriented and automobile-restrained transportation system		✓	

#### 4. ALTERNATIVES

The GVRD Board could choose to not accept the amended Regional Context Statement for the City of Richmond on the grounds that it is inconsistent with the Livable Region Strategic Plan. This is the recommended alternative. The analysis above showed that the proposed RCS amendments are not advancing the four main strategies of the LRSP in protecting the Green Zone, building complete communities, achieving a compact metropolitan region, and increasing transportation choice. The proposed development is considered to be of a significant size and could trigger requests for additional urban housing development in East Richmond.

When the GVRD Board accepted the original Regional Context Statement for the City of Richmond in 1998 it was supporting a policy direction that was committed to concentrating housing development in established neighbourhoods in West Richmond which has high quality urban infrastructure and amenities. East Richmond was specifically given no dwelling capacity in order to protect the agricultural land base and provide a strong industrial base. The decision to not permit additional dwelling capacity in East Richmond was also based on the recognition of the lack of facilities, shops, and services.

Circumstances do not appear to have changed locally or regionally since the GVRD accepted the Richmond Regional Context Statement in 1998. Richmond has enjoyed strong population growth in West Richmond since 1998, particularly around the City Centre, and still has ample capacity to accommodate additional growth. Regional infrastructure investment has continued to be concentrated in West Richmond, with the 98 B Line providing improved transit services in the north/south corridor. Significant additional transit investments are planned in this corridor. East Richmond remains both an important regional agricultural resource as well as a key location for industry. The Fraser River Port Authority has recently added sewerage infrastructure to accommodate additional industrial activity.

Alternatively, the GVRD Board could accept the amended Regional Context Statement on the grounds that the amendments are of such a scale to be inconsequential to the regional growth management objectives. The development will provide 224 non-family housing units and a public walkway on the riverfront in East Richmond. The proposed development is of a high quality and attractive design and will attract both renters and buyers. Richmond City Council believes that the housing will enable some workers to live closer to their work and they also feel that the rental housing will contribute to the supply of affordable adult housing.

The GVRD Board in supporting the amendments would accept the possibility of additional housing developments in East Richmond and the further pressure on the Agricultural Land Reserve and on neighbouring industrial activities. They would also accept the consequences to the regional transportation system, such as the pressure to increase transit services in areas that are not cost-effective.

## **5. CONCLUSION**

The Local Government Act defines the purpose of a regional growth strategy as “to promote human settlement that is socially, economically and environmentally healthy and makes efficient use of public services, land and other resources.” The Livable Region Strategic Plan, the regional growth strategy, is the product of consensus-based planning. Member municipalities, in endorsing the LRSP, value the advantages to their municipality in achieving the broader regional growth management objectives. The purpose of the Regional Context Statements is to demonstrate how local plans will help achieve the larger vision for the region. It is not a system that imposes planning regulation from above but one that relies on the partnership to implement the plan.

There are two key implementation policies of the Livable Region Strategic Plan:

- 1) to sustain a consensus/partnership-based strategic planning process directed to achieving the goals of the LRSP and Creating Our Future vision.

- 2) to implement the LRSP through the delivery of GVRD services and through partnerships with GVRD member municipalities, the provincial government, the federal government, and other organizations.

The legal framework for the implementation of the Livable Region Strategic Plan is provided by Part 25 of the Local Government Act.

This report responds to a request from the City of Richmond for the GVRD Board to consider an amendment to the City of Richmond Regional Context Statement. The amendments were evaluated with respect to the policies of the Livable Region Strategic Plan and are considered to be inconsistent with the direction of the LRSP. The proposed amendments would allow for a residential development that could put pressure on surrounding agricultural lands, could create conflict with nearby industrial activities, is located in an area removed from community services, does not promote compact, efficient land use patterns, does not offer transportation choices, and does not promote cost-effective regional transportation solutions.

Based on the analysis outlined in this report, staff feel that it is difficult for the GVRD Board to make a case that the proposed amendments are consistent with the Regional Context Statement. By refusing to accept this amendment, the GVRD Board is endorsing the wider regional benefits that result from managed growth and is helping to implement the Livable Region Strategic Plan.

**Attachments:**

1. Request from Richmond City Council to the GVRD Board to review and accept amended Regional Context Statement.
2. GVTA staff memo regarding proposed RCS amendments.



## City of Richmond

6911 No. 3 Road, Richmond, BC V6Y 2C1  
Telephone (604) 276-4000  
www.city.richmond.bc.ca

JUL 02 2002

June 27, 2002  
File RZ 02-199258

Urban Development Division  
Fax: (604) 276-4052

Paulette Vetleson, Corporate Secretary  
Greater Vancouver Regional District (GVRD)  
4330 Kingsway  
Burnaby, BC V5H 4G8

Dear Ms. Vetleson:

**Re: Bylaw No. 7371  
A Richmond Official Community Plan and Regional Context Statement Amendment**

On June 17, 2002, Richmond City Council gave third reading to Bylaw 7371. The purpose of the Bylaw is, in part, to amend the Richmond Official Community (OCP) and Regional Context Statement (RCS) to:

- accommodate a mixed-use development involving permanent residential uses in the Riverport area of Richmond, and
- to achieve consistency among the proposed development, RCS and Livable Region Strategic Plan (LRSP).

As well, on June 17, 2002, Council adopted additional complementary resolutions (see attached).

Previously, on May 27, 2002, Council made the following complementary decisions (see attachment for details):

- that no additional residential development (i.e., after the proposed Riverport development is approved) be approved in the Riverport Area until an Area Plan for this area is completed.
- that an Area Plan be undertaken for the Riverport Area.

### Requests

1. Please present Bylaw No. 7371 and the accompanying information the GVRD Board for its review and acceptance.
2. Also, I would appreciate knowing the criteria, procedure and time frame by which the GVRD staff will make recommendations and the Board will make its decision.



A timely review and acceptance will be appreciated.

For clarification, please contact me at 604-276-4139.

Yours truly,



Terry Crowe,  
Manager, Policy Planning

TTC:cas

Att. 1

pc: Mayor and Council (letter only)  
David McLellan, General Manager, Urban Development Division (letter only)  
Paul Kendrick, City Solicitor (letter only)  
Joe Erceg, Manager, Development Applications (letter only)  
David Weber, Manager, Legislative Services  
Kari Huhtala, Senior Planner  
Jane Lee, Planner

Council Meeting - Decision May 27, 2002

**APPLICATION FOR REZONING (WITH AMENDMENT TO THE OFFICIAL COMMUNITY PLAN) -  
HOTSON BAKKER ARCHITECTS**  
(RZ 02-199258, Report: May 13/02, File No.: 8060-20-7370/71) (REDMS No. 707910, 703300, 703302, 716471, 723602)

R 02 /10-22

It was moved and seconded

- (1) That Bylaw No. 7371, to amend Official Community Plan Bylaw No. 7100, to:
  - (a) Redesignate 14791 Steveston Highway:
    - i) From "Commercial" to "Mixed Use" in Attachment 1 to Schedule 1, and
    - ii) From "Commercial" to "Limited Mixed Use" in Attachment 2 to Schedule 1, and
  - (b) Amend the Regional Context Statement to identify the Riverport Area as a mixed use centre, including limited residential uses,  
  
be introduced and given first reading.
- (2) That Bylaw No. 7371, having been considered in conjunction with:
  - (a) the City's Financial Plan and Capital Program;
  - (b) the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plan;is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.
- (3) That Bylaw No. 7370, for the rezoning of 14791 Steveston Highway from "Athletics and Entertainment District (AE)" to "Comprehensive Development District (CD/134)", be introduced and given first reading.
- (4) That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.
- (5) That an Area Plan be undertaken for the Riverport Area.

The question on Resolution No. R02/10-22 was not called, as the request was made that Parts (1) to (4) be dealt with separately from Part (5).

The question on Parts (1) to (4) of Resolution No. R02/10-22 was then called, and it was CARRIED with Cllrs. Greenhill and E. Halsey-Brandt opposed.

The question on Part (5) of Resolution No. R02/10-22 was called, and it was CARRIED

**Attachment 2**

**Public Hearing Decision - June 17, 2002**

PH06-15

It was moved and seconded

***That Zoning Amendment Bylaw 7370 and Official Community Plan Amendment Bylaw 7371 be given second and third readings.***

**CARRIED**

Opposed: Cllr. Barnes  
Greenhill  
E. Halsey-Brandt  
S. Halsey-Brandt

PH06-16

It was moved and seconded

***That as a condition of rezoning the applicant be required to register a covenant on title to advise future purchasers of potential noise from area industrial, commercial and rail operations and to indemnify the City from potential claims.***

**CARRIED**

PH06-17

It was moved and seconded

***That the traffic improvements raised by residents living in the Riverport area (including those indicated in Schedule 7), which would include:***

- ***a left hand turn lane on Sidaway road;***
- ***a bike lane on Steveston Highway;***
- ***a left hand turn lane on Steveston Highway to No. 5 Road south;***
- ***a traffic light for traffic exiting the freeway; and***
- ***bus stops***

***be referred to the Director of Transportation for report as early as possible.***

**CARRIED**

PH06-18

It was moved and seconded

***That the Director of Transportation be directed to contact CNR to express the City's concern regarding the proposed works within the CNR right-of-way, as outlined in a Memorandum from the Director of Transportation dated June 14, 2002.***

**CARRIED**

PH06-19

It was moved and seconded

***That the City initiate an area plan for the Riverport area as soon as possible and report back to Council to indicate whether completion by Fall 2002 would be feasible.***

**CARRIED**



**Richmond Official Community Plan Bylaw 7100  
Amendment Bylaw 7371 (RZ 02-199258)  
14791 Steveston Highway**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended by making the following amendments:
  - i. Add a fifth bulleted point to the list of points in Section 1.4 Regional Context Statement, Build Complete Communities (page 10):
    - “Encouraging the development of the Riverport Entertainment Area as a mixed use centre, including limited residential uses (see 3.1 Neighbourhoods and Sense of Community).”
  - ii. Add to Section 3.1 Neighbourhoods and Sense of Community, Objective 1 (page 33):
    - e) “Encourage limited residential uses in the Riverport Entertainment Area to enhance and support mixed use development.”
  - iii. Amend Section 3.2 Housing, map entitled “Dwelling Unit Capacity to 2021” (page 56), as follows:
    - East Richmond Remaining Dwelling Unit Capacity is increased from 50 to 275;
    - East Richmond Total Dwelling Unit Capacity is increased from 1,750 to 1,975;
    - West Richmond Remaining Dwelling Unit Capacity is reduced from 10,760 to 10,535;
    - West Richmond Total Dwelling Unit Capacity is reduced from 34,660 to 34,435.
2. Richmond Official Community Plan Bylaw 7100 is amended by repealing the existing land use designation in Attachment 1 to Schedule 1 thereof of the following area and by designating it “Mixed Use”.

P.I.D. 024-995-479

Lot 2 Section 33 Block 4 North Range 5 West New Westminster District Plan  
LMP49461



**Regional Transportation Network**

**INTER-OFFICE MEMO**

**To:** Christina DeMarco, GVRD Policy and Planning Department

**From:** Martin Kobayakawa, GVTA Strategic Planning Department

**Date:** August 8, 2002

**Subject:** **Proposed Amendment to the City of Richmond's Official Community Plan and Regional Context Statement**

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We have reviewed the proposed amendment to the City of Richmond's Official Community Plan and Regional Context Statement.

Our comments are as follows:

1. From the perspective of meeting its transportation needs, as the proposed development is isolated from and not contiguous to existing residential neighbourhoods, it will be difficult to serve by alternative forms of transportation (i.e. walking, cycling and transit). If the proposed development were to go ahead, it would increase the transportation demands brought about by the original decision to locate the Riverport Recreation Complex on its existing site. This comprises the Silver City cinema complex, a major aquatic centre and athletic complex, along with restaurants and bars. The proposed development would create a small pocket of residential uses, largely separate from the rest of the City, which would make the provision of transportation services, along with other urban services, difficult and expensive to provide.
2. The information package from the City of Richmond mentioned that developers had expressed interest in developing additional permanent residential units in this area, if this proposal were to be approved. Approval of this proposal would set a precedent for residential development to the east of Highway 99 and would place a great deal of pressure to develop adjacent lands for similar residential uses.
3. The Major Road Network includes the Steveston Highway, between Highway 99 and Number 2 Road. Currently, there are problems with congestion at the intersection of Highway 99 and Steveston Highway. Additional development along the Steveston Highway to the east of Highway 99 will add to this congestion, which was generally highlighted in the Ministry of Transportation's recent draft report, titled "Richmond Sub-Area Transportation Study".

4. Currently, the Riverport Recreation Complex is served by the #401 and #403 bus services. The #401 service operates on weekday evenings and on weekends, while the #403 provides an all-day service on weekdays and on weekends. The GVTA's Richmond Area Transit Plan did not anticipate residential development taking place in the Riverport Area, and did not plan for additional transit services to serve the proposed development. To effectively serve the proposed development, transit service levels may have to be increased, which would incur additional costs. This issue of this development was not raised by the City in the planning process.
5. From the perspective of freight and goods movement, it is expected that the planned extension of the Canadian National Railway Company (CN) rail line through the Riverport area, which is directly adjacent to the proposed development, will be used extensively in the future, as port activity increases and the use of rail as a transportation mode for goods movement increases. CN has advised that this extension will be completed within three to five years. The GVTA is actively interested in improvements to freight and goods movement for the road, rail and water modes, to enhance the Gateway function of Greater Vancouver. Priority should be placed on maintaining the integrity of rail rights-of way, such as the planned CN rail line extension. The proposed development is not a complementary land use to the planned CN rail line extension, due to safety and noise considerations.

In addition, Fraser Wharves Ltd. has advised that there may be a possible conflict between their truck dispatch operation, which is situated directly across from the proposed site, and the residential and commercial uses proposed for the site. They also note that adjacent areas are used by ocean going vessels and that the new CN rail line will further increase rail traffic.

6. From a transportation perspective, there is a significant inconsistency between the City's long-standing desire for LRT and this development, which will do little to contribute to the viability of the proposed Richmond / Airport / Vancouver (RAV) rail project.

In summary, GVTA staff does not support the proposed amendment to the Official Community Plan and the Regional Context Statement, due to the location of the proposed development away from existing residential areas in Richmond, its potential negative impacts and costs to the regional transportation system, and its potential conflicts with agricultural and industrial lands to the east of Highway 99. The cumulative effects of developments such as this, can be to add to the costs and inefficiencies of the regional transportation system, and cannot be supported.

If you have any questions, please contact me at 604-453-4558.

**GREATER VANCOUVER REGIONAL DISTRICT  
BOARD OF DIRECTORS**

Minutes of the Special Meeting of the Greater Vancouver Regional District (GVRD) Board of Directors regarding the request from Richmond City Council for acceptance of an amendment to the Richmond Regional Context Statement held at 1:08 p.m. on Tuesday, October 29, 2002 in the Crystal Ballroom II, 3<sup>rd</sup> Floor, Hilton Vancouver Metrotown, 6083 McKay Avenue, Burnaby, British Columbia.

**MEMBERS PRESENT:**

Chair G. Puil, Vancouver  
 Vice Chair H. Staub, White Rock  
 Director L. Barrett, Bowen Island  
 (arrived at 1:10 p.m.)  
 Alternate Director F. Bass, Vancouver  
 for Director J. Clarke  
 Director D. Bell, North Vancouver District  
 (arrived at 1:10 p.m.)  
 Director T. Blom, Electoral Area A  
 Director M. Brodie, Richmond  
 Director B. Broughton, Lions Bay  
 Alternate Director C. Cook, New Westminster  
 for Director H. Sparkes  
 Director D. Corrigan, Burnaby  
 Director R. Drew, Belcarra  
 Director V. Durman, West Vancouver  
 (arrived at 1:19 p.m.)  
 Director D. Evans, Burnaby

Director J. Higginbotham, Surrey  
 Director A. Hogarth, Maple Ridge  
 Director M. Hunt, Surrey  
 Director J. Kingsbury, Coquitlam  
 Director K. Kumagai, Richmond  
 Director Don Lee, Vancouver  
 (arrived at 1:12 p.m.)  
 Alternate Director S. McCormick, Vancouver  
 For Director P. Owen  
 Director G.M.E. Martin, Langley City  
 Alternate Director S. Penner, Port Coquitlam  
 for Director S. Young  
 Director B. Sharp, North Vancouver City  
 (arrived at 1:19 p.m.)  
 Director D. Thorne, Coquitlam

**MEMBERS ABSENT:**

Director K. Alberts, Langley Township  
 Director G. Ferguson, Abbotsford  
 Director M. Gill, Abbotsford  
 Director L. Jackson, Delta  
 Director L. Kennedy, Vancouver  
 Director D. McCallum, Surrey  
 Director D. MacLean, Pitt Meadows  
 Director G. Price, Vancouver  
 Director J. Trasolini, Port Moody  
 Director J. Villeneuve, Surrey  
 Director H. Weinberg, Anmore

**STAFF PRESENT:**

Mr. J. Carline, Chief Administrative Officer  
 Ms. P.A. Vetleson, Secretary  
 Ms. M. McHugh, Committee Clerk

**Point of Order**

In response to a point of order raised by Director Brodie on the emergent nature of the special meeting and confirmation of procedure, the Chair ruled that the meeting was in order.

10 p.m.

Directors Barrett and Bell arrived at the meeting.

1:12 p.m.

Director Lee arrived at the meeting.

1:19 p.m.

Directors Durman and Sharpe arrived at the meeting.

**1. October 29, 2002 Special Meeting Agenda**

**It was MOVED and SECONDED**

That the Agenda for the Greater Vancouver Regional District Board of Directors Special Meeting scheduled for October 29, 2002 be adopted as circulated.

**CARRIED**

**2. Request from the Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement**

Report dated October 25, 2002 from Johnny Carline, Chief Administrative Officer, providing a recommendation and alternative resolutions for the Board to consider regarding the request from the Richmond City Council for acceptance of an amendment to the Richmond Regional Context Statement.

**It was MOVED and SECONDED**

That the Greater Vancouver Regional District Board not accept the amendment to the Regional District Context Statement for the City of Richmond, included as Attachment 1 to the report dated August 9, 2002, titled "Request from Richmond City Council for Acceptance of an Amendment to the Richmond Regional Context Statement", for the reason that the proposed amendments would result in residential uses being permitted in East Richmond in a manner that is inconsistent with the objectives of the Livable Region Strategic Plan.

**Recorded Vote**

At the request of Director Broughton a recorded (weighted) vote on the motion was taken:



Director	Number of Votes	
	Against	For
Director L. Barrett, Bowen Island		1
Director D. Bell, North Vancouver District	5	
Director T. Blom, Electoral Area A		1
Director M. Brodie, Richmond	5	
Director B. Broughton, Lions Bay		
Alt. Director F. Bass, Vancouver		4
Director D. Corrigan, Burnaby		5
Director R. Drew, Belcarra		
Director V. Durman, West Vancouver	3	
Director D. Evans, Burnaby		5
Director J. Higginbotham	4	
Director A. Hogarth, Maple Ridge	4	
Director M. Hunt, Surrey	5	
Director J. Kingsbury, Coquitlam	3	
Director K. Kumagai, Richmond	4	
Director D. Lee, Vancouver		4
Director G. Martin, Langley City		2
Alt. Director S. McCormick, Vancouver		5
Director G. Puil, Vancouver		5
Director B. Sharp, North Vancouver City		3
Alt. Director C. Cook, New Westminster		3
Director, H. Staub, White Rock		1
Director D. Thorne, Coquitlam		3
Alt. Director D. Penner, Port Coquitlam	3	
Total Votes		43

**CARRIED**

**3. ADJOURNMENT**

**It was MOVED and SECONDED**

That the meeting now conclude.

**CARRIED**

(Time: 1:58 p.m.)

CERTIFIED CORRECT



P.A. Vetleson, Secretary

G. Puil, Chair

(i) the reasons given by the Agricultural Land Commission for approving the subdivision of the 910m lot at 7931 McLennan Avenue, (ii) the history of the 4 lot subdivision directly across the street from 7931 McLennan Avenue, and (iii) the composition of Council in 1991 when second and third reading of the bylaws were given.

The question on Resolution R03/12-14 was then called and it was **CARRIED** with Cllrs. Barnes, E. Halsey-Brandt, S. Halsey-Brandt and Steves opposed.

15. **PROPOSAL TO CREATE A NEW SINGLE-FAMILY HOUSING DISTRICT (R1 - 0.6) ZONE**

**APPLICATIONS FOR REZONING:**

**(A) JASWINDER PS ARORA AND NARINDER SINGH HARA c/o A HARA CONSTRUCTION LTD.**

**(B) RORY SUTTER**

R 03/12-15

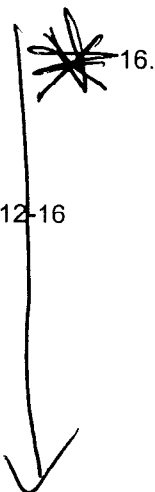
(RZ 03-225719/RZ 03-223757 - Report: May 30/03, File No.: 8060-20-7515/7516/7517 x ref 4045-00) (REDMS No. 1016309, 280003, 995046, 993111, 1016846, 1016675, 1016674, 1016640, )

It was moved and seconded

- (1) *That Bylaw No. 7515, which creates a new Single-Family Housing District (R1 - 0.6) for lots which front a section line road and where provisions have been made for access to a lane, be introduced and given first reading.*
- (2) *That Bylaw No. 7516, for the rezoning of 4820 Steveston Highway from "Single-Family Housing District, Subdivision Area E (R1/E)" to the new "Single-Family Housing District (R1 - 0.6)" zone, be introduced and given first reading.*
- (3) *That Lot Size Policy 5418 for the Foster Road and Francis Road area, (adopted by Council in September 1989), be forwarded to Public Hearing with the amendment to exclude the four (4) properties fronting Francis Road.*
- (4) *That Bylaw No. 7517, for the rezoning of 7631 Francis Road and 8980 Foster Road from "Single-Family Housing District, Subdivision Area E (R1/E)" to the new "Single-Family Housing District (R1 - 0.6)" zone, be introduced and given first reading.*

**CARRIED**

R 03/12-16



16. **APPLICATION FOR REZONING (WITH AN AMENDMENT TO THE OFFICIAL COMMUNITY PLAN) - HOTSON BAKKER ARCHITECTS**

(RZ 03-234655 - Report: June 6/03, File No.: 8060-20-7370/7371/7533/7534) (REDMS No. 1011970, 725293, 777999, 1015125, 1015146, 1025539)

It was moved and seconded

- (1) *That Bylaw No. 7370 and Bylaw No. 7371 each be abandoned;*
- (2) *That Bylaw No. 7533, which amends Official Community Plan Bylaw No. 7100, to allow limited residential uses in Riverport, amend dwelling unit capacity distributions, and redesignate 14791 Steveston Highway:*
  - (a) *From "Commercial" to "Mixed Use" in Attachment 1 to Schedule 1, and*

- (b) **From "Commercial" to "Limited Mixed Use" in Attachment 2 to Schedule 1, be introduced and given first reading.**
- (3) **That Bylaw No. 7533, having been considered in conjunction with:**
  - (a) **the City's Financial Plan and Capital Program;**
  - (b) **the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plan;****is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.**
- (4) **That Bylaw No. 7533, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.**
- (5) **That Bylaw No. 7534, for the rezoning of 14791 Steveston Highway from "Athletics and Entertainment District (AE)" to "Comprehensive Development District (CD/134)", be introduced and given first reading.**
- (6) **That an Area Plan be undertaken for the Riverport Area.**
- (7) **That staff report on the appropriate timing of an Area Plan for the Riverport Area.**

Prior to the question on Resolution R03/12-16 being called direction was given that information be provided, prior to the Public Hearing on the matter, on the definition of CMHC Noise Mitigation and on how the noise concerns of area residents would be addressed given the existing industrial uses in that area. The question on Resolution R03/12-16 was then called and it was **CARRIED** with Cllrs. E. Halsey-Brandt and S. Halsey-Brandt opposed.

R 03/12-17

It was moved and seconded

**That the application for rezoning by Hotson Bakker Architects be referred to the September 15, 2003 Public Hearing.**

**DEFEATED**

Opposed: Mayor Brodie  
 Cllrs. Dang  
 Howard  
 Kumagai  
 McNulty  
 Steves

17. **APPLICATION FOR REZONING - J.A.B. ENTERPRISES LTD.**

(RZ 03-232826 - Report: June 2/03, File No.: 8060-20-7535 x ref 4045-00)  
 (REDMS No. 1017243, 280044, 1017209, 1017226, 1017669, 1017674)

R 03/12-18

It was moved and seconded

- (1) **That Lot Size Policy 5450, (adopted by Council in April 1992), be forwarded to Public Hearing with the amendment to exclude those properties fronting Steveston Highway (as shown on Attachment 5 to the report dated June 2, 2003 from the Manager, Development Applications).**
- (2) **That Bylaw No. 7535, for the rezoning of 9091 Steveston Highway from "Single-Family Housing District, Subdivision Area E (R1/E)" to "Single-Family Housing District, Subdivision Area A (R1/A)", be introduced and given first reading.**

Prior to the question on Resolution R03/12-18 being called Cllr. Steves declared himself to be in conflict of interest on the matter as he owned property in the